

FY2012 Appropriations Overview: Status of Discretionary Appropriations Legislation

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Summary

This report presents an overview of proposed and enacted FY2012 appropriations legislation. The report consists primarily of a table showing discretionary appropriations, by bill title, for each of the proposed and enacted appropriations bills, together with the comparable figures enacted for FY2011. The product is intended to allow for broad comparison between the House and Senate FY2012 proposals, the Administration's FY2012 request, and the FY2011 and FY2012 enacted appropriations. The figures do not necessarily reflect budget scorekeeping adjustments allowable under the Budget Control Act.

With action now completed on FY2012 appropriations, there will be no further updates to this report.

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Introduction

As of December 23, 2011, Congress completed action on and the President signed into law all 12 of the regular appropriations bills for FY2012, which began on October 1, 2011. Regular appropriations bills were consolidated into two laws, P.L. 112-55 and P.L. 112-74. In addition, Congress enacted supplemental FY2012 funding for disaster relief activities in P.L. 112-77. This report, consisting primarily of a table showing proposed and enacted discretionary appropriations by bill title, is intended to allow for broad comparison between the House and Senate FY2012 proposals, the Administration's FY2012 request, and the FY2011 and FY2012 enacted appropriations. FY2012. For detailed information and CRS analysis specific to each individual appropriations bill, use the report links on the CRS Appropriations Status Table, at http://www.crs.gov/Pages/AppropriationsStatusTable.aspx?source=QuickLinks.

A Note on the Budget Control Act of 2011

The FY2012 appropriations bills are the first that are impacted by the Budget Control Act of 2011 (P.L. 112-25), which established discretionary spending caps for FY2012 and FY2013. The BCA distinguishes between security and non-security spending, setting different caps for the two categories. For FY2012, the cap is \$1,043 billion, of which \$684 billion is designated for security spending and \$359 billion for non-security. However, the BCA allows for adjustments to the statutory cap, essentially exempting overseas contingency funds, emergency spending, and, to a limited extent, disaster relief funds and appropriations for continuing disability reviews and for controlling health care fraud and abuse. This report does not reflect all of the scorekeeping adjustments that may bring the total budget authority provided in the appropriations legislation in line with the BCA caps and the 302(a) and 302(b) allocations.

FY2012 Appropriations Legislation

Table 1 displays discretionary appropriations as provided in proposed and enacted FY2012 appropriations legislation, by bill title, together with the appropriations enacted for FY2011. In most cases, totals are provided for both new discretionary budget authority as well as budget authority net of rescissions of prior year funding.

Footnotes attached to each section heading note the legislation the data in that section is drawn from. As noted above, the figures do not necessarily reflect all budget scoring adjustments and adjustments allowable under the Budget Control Act of 2011. Readers should be aware that the numbers in this table reflect, to a great extent, the appropriations conventions and assumptions of each individual subcommittee and that these conventions and assumptions are not always comparable across subcommittees. Security spending is listed only for proposals in which it was specifically designated, excluding most House proposals, which were drafted and saw committee action prior to enactment of the Budget Control Act of 2011 on August 2, 2011.

¹ For more information on the Budget Control Act of 2011, see CRS Report R41965, *The Budget Control Act of 2011*, by Bill Heniff Jr., Elizabeth Rybicki, and Shannon M. Mahan.

Table 1. FY2012 Appropriations Side-by-Side: Discretionary Appropriations by Subcommittee and Bill Title

(in billions of U.S. \$)

	FY2011 Enacted	FY2012 Request	FY2012 House	FY2012 Senate	FY2012 Enacted
AGRICULTURE ^a					
Title I: Agricultural Programs	6.885	7.140	6.145	6.658	6.677
Title II: Conservation	0.889	0.900	0.784	0.837	0.844
Title III: Rural Development	2.638	2.444	2.238	2.421	2.405
Title IV: Domestic Food Programs	7.128	7.862	6.322	6.967	7.001
Title V: Foreign Assistance	1.891	2.130	1.391	1.935	1.836
Title VI: FDA and CFTC	2.457 ^b	3.052	2.327	2.506 ^b	2.711
Title VII: General Provisions	0.003	0.000	0.000	0.379	0.377
Subtotal, Discretionary Appropriation	21.892	23.526	19.207	21.703	21.851
Rescissions of prior year funds	-1.961	-1.246	-1.986	-1.556	-1.723
Total, net of prior year rescissions	19.931	22.280	17.221	20.147	20.128
of which, amount designated as security spending	n.a.	n.a.	n.a.	1.750	1.650
COMMERCE, JUSTICE, SCIENCE, AND RELATED AGENCIES ^c					
Title I: Commerce	7.579	8.802	7.161	8.192	7.808
Title II: Justice	27.058	28.724	26.323	26.593	27.076
Title III: Science	25.315	26.498	23.649	24.643	24.838
Title IV: Related Agencies	0.918	0.991	0.815	0.903	0.857
Subtotal, Discretionary Appropriations	60.868	65.016	57.949 ^d	60.331	60.578
Rescissions of prior year funds	-2.416	-0.840	-1.053	-0.830	-0.906

	FY2011 Enacted	FY2012 Request	FY2012 House	FY2012 Senate	FY2012 Enacted
Total, net of prior year rescissions	58.452	64.176	56.896	59.501	59.672
of which, amount designated as security spending	n.a.	n.a.	n.a.	0.078	0.078
DEFENSE ^e					
Title I: Military Personnel	126.740	132.097	132.092	131.001	131.09
Title II: Operation and Maintenance	165.56	170.759	169.975	162.550	163.07
Title III: Procurement ^f	102.122	111.153	107.581	102.118	104.58
Title IV: Research and Development	74.957	75.325	72.983	71.034	72.42
Title V: Revolving and Management Funds	2.909	2.701	2.676	2.263	2.68
Title VI: Defense Health Program and other DOD Programs	34.313	35.520	35.678	35.628	35.59
Title VII: Related Agencies	0.942	1.106	0.972	1.107	1.06
Title VIII: General Provisions (not including rescissions)	-3.104	0.029	-1.103	-0.621	-0.02
Title IX: Overseas Contingency Operations	157.680	117.726	119.147	117.846	114.97
Subtotal, Discretionary Appropriations	662.119	646.416	640.001	622.926	625.44
Rescissions of prior year funds	-2.014	0	-1.675	-2.685	-2.96
Total, net of prior year rescissions	660.106	646.416	638.326	620.241	622.48
of which, amount designated as security spending	n.a.	n.a.	n.a.	620.241	622.48
ENERGY-WATER#					
Title I: Corps of Engineers	4.857	4.631	4.813	4.864	6.726 ^h

	FY2011 Enacted	FY2012 Request	FY2012 House	FY2012 Senate	FY2012 Enacted
Title II: CUP & Reclamation	1.094	1.051	1.000	1.067	1.076
Title III: Department of Energy	25.591	30.925	24.892	25.931	26.639
Title IV: Independent Agencies	0.247	0.268	0.277	0.241	0.254
Emergency Spending (disaster relief, Corps of Engineers (Title I)	_	_	1.029	1.045	_
Subtotal, Discretionary Appropriations	31.790	36.875	32.011	33.148	34.696
Rescissions of prior year fundsi	_	-0.299	-1.314	-0.313	-0.891
Total, net of prior year rescissions	31.790	36.576	30.697	32.835	33.805
of which, amount designated as security spendingi	n.a.	n.a.	n.a.	11.050	11.000
FINANCIAL SERVICES – GENERAL GOVERNMENT ^k					
Title I: Department of the Treasury	13.495	14.638	12.796	12.987	13.163
Title II: Executive Office of the President	0.710	0.750	0.651	0.671	0.670
Title III: The Judiciary	6.478	6.856	6.326	6.496	6.532
Title IV: The District of Columbia	0.699	0.717	0.637	0.658	0.665
Title V: Independent Agencies	2.716	5.044	2.048	3.262	2.809
Subtotal, Discretionary Appropriations	24.098	28.005	22.458	24.074	23.839
Rescissions of Prior Year Funds	-0.435	-0.611	-0.647	-0.767	-0.967
Total, Net of prior year rescissions	23.663	27.394	21.811	23.307	22.872
of which, amount designated as security spending	n.a.	n.a.	n.a.	0.000	0.0

	FY2011 Enacted	FY2012 Request	FY2012 House	FY2012 Senate	FY2012 Enacted
HOMELAND SECURITY ¹					
Title I: Management and Operations	1.210	1.447	0.811	1.156	1.132
Title II: Security, Enforcement and Investigations ^m	31.785	31.772	31.452	31.410	31.527
Title III: Protection, Preparedness, Response and Recovery	8.557	8.244	7.079	11.19 4 °	12.08°
Title IV: Research, Development, Training Assessments and Services	1.586	2.154	1.283	1.461	1.332
Title V: General Provisions	0.085	_		0.082p	0.1339
Title VI: Emergency Supplemental Funding for Disaster Relief ^r	_	_	[1,000]		_
Subtotal, Discretionary Appropriations	42.223	43.617	40.624	45.303	46.204
Rescissions of Prior Year Funds	-0.557	-0.042	-0.033	-0.103s	-0.204
Total, net of prior year rescissions	41.667	43.576	40.591	45.200	46.000
of which, amount designated as security spending	n.a.	n.a.	n.a.	45.200	46.000
INTERIOR ^t					
Title I: Department of the Interior	10.860	11.084	9.885		10.376
Title II: Environmental Protection Agency	8.822	9.023	7.289	_	8.513
Title III: Related Agencies	10.699	11.451	10.458	_	10.496
Title IV: General Provisions	0.002		_	_	-0.047

	FY2011 Enacted	FY2012 Request	FY2012 House	FY2012 Senate	FY2012 Enacted
Subtotal, Discretionary Appropriations	30.383	31.558	27.632	_	29.338
Rescissions of Prior Year Funds	-0.826	-0.272	-0.170	_	-0.166
Total, net of prior year rescissions	29.558	31.286	27.462	_	29.172
of which, amount designated as security spending	n.a.	n.a.	n.a.	_	0.000
LABOR-HHS- EDUCATION ^u					
Title I: Department of Labor	12.667	12.824	10.403	12.688	12.573
Title II: Department of Health and Human Services	70.444	73.116	70.246	70.183	69.751
Title III: Department of Education	68.345	77.400	65.910	68.426	68.155
Title IV: Related Agencies	13.847	15.178	13.174	14.088	13.859 ^v
Subtotal, Discretionary Appropriations	165.304	178.519	159.733	165.385	164.339
Rescissions of Prior Year Funding ^w	-8.054	-0.025	-5.787	-6.831	-6.768
Total, net of prior year rescissions	157.250	178.494	153.946	158.554	157.571
of which, amount designated as security spending	n.a.	n.a.	0.000	0.299	0.000
LEGISLATIVE BRANCH×					
Title I: Legislative Branch	4.559	4.857	3.320	4.208	4.307
Subtotal, Discretionary Appropriations	4.559	4.857	3.320	4.208	4.307
Rescissions of prior year funding ^y	-0.015	_	_	-0.017	_
Total, net of prior year rescissions	4.544	4.857	3.320	4.191	4.307

	FY2011 Enacted	FY2012 Request	FY2012 House	FY2012 Senate	FY2012 Enacted
of which, amount designated as security spending	n.a.	n.a.	n.a.	0.010	0.010
spending	n.u.	n.u.	n.u.	0.010	0.010
MILITARY CONSTRUCTION - VETERANS ²					
Title I: Military Construction	17.449	14.766	14.452	13.717	13.596
Title II: Veterans Affairs ^{aa}	56.336	58.775	58.300	58.594	58.461
Title III: Other Related Agencies	0.228	0.246	0.221	0.221	0.236
Title IV: Military Construction, Overseas Contingency Operations	1.222				_
Subtotal, Discretionary Appropriations	75.235	73.787	72.973	72.532	72.293
Rescissions of prior year funds	-0.827	0.000	-0.388	_	-0.547
Total, net of prior year rescissions	74.408	73.787	72.585	72.532	71.747
of which, amount designated as security spending	n.a.	n.a.	n.a.	13.717	13.596
STATE-FOREIGN OPERATIONS ^{bb}					
Title I: State Department & Related ^{cc}	15.792	19.363	16.286	17.678	17.831
Title II: USAID Admin.	1.527	1.744	1.124	1.545	1.528
Title III: Bilateral Economic Assistance	21.209	23.744	18.899	21.060	21.533
Title IV: Military/Security Assistance	8.117	11.323	9.970	10.715	10.407
Title V: Multilateral Assistance	2.303	3.668	1.574	3.219	2.971
Title VI: Export Aiddd	-0.131	-0.345	-0.429	-0.409	-0.413

	FY2011 Enacted	FY2012 Request	FY2012 House	FY2012 Senate	FY2012 Enacted
Subtotal, Discretionary Appropriations	48.817	59.497	47.424	53.808	53.857
Rescissions of prior year funds	-0.646	_	-0.252	-0.464	-0.514
Total, net of prior year rescissions	48.171	59.497	47.172	53.344	53.343
of which, amount designated as security spending	n.a.	n.a.	n.a.	53.208	53.207
TRANSPORTATION - HUDee					
Title I: Dept. of Transportation [#]	13.726ss	32.504 ^{hh}	16.693	19.807	19.505
Title II: Dept. of Housing and Urban Development ^{ff}	41.111"	42.080	38.076	37.319	37.434
Title III: Related Agencies ^{ff}	0.539	0.377	0.371	0.353	0.373
Rescissions of prior year funds (non-add) ^{jj}	[3.927]	[0.064]	[0.112]	[0.571]	[0.531] ^{kk}
Total, Net of prior year rescissions	55.376	74.961	55.150	57.479	57.312 ^{mm}
of which, amount designated as security spending	n.a.	n.a.	n.a.	0.000	0.000

Source: See footnotes correlating with each section header for source data.

Notes: Numbers may not add due to rounding. Numbers in brackets are non-adds. Security funding has been identified only for proposals in which such funding is specifically designated in the bill or report, which are those which were introduced after enactment of the Budget Control Act on August 2, 2011. N.A. indicates proposals pre-date the BCA, so the security designation in not applicable.

- a. This section prepared by Jim Monke. The House amounts are from H.R. 2112, as passed by the House on June 16, 2011. The Senate amounts are from H.R. 2112, as passed by the Senate on November 1, 2011. The enacted amounts are from P.L. 112-55.
- b. The FY2011 and Senate FY2012 amounts do not include the Commodity Futures Trading Commission (CFTC), which was not included because CFTC is not in the jurisdiction of the Senate Agriculture appropriations subcommittee. To make totals comparable with the House and Requested amounts, one would add \$0.202 billion in FY2011 and \$0.240 billion in the Senate FY2012 columns to account for CFTC appropriations that are in Financial Services appropriations.
- c. This section prepared by Nathan James. House data was taken from H.R. 2596, which was approved by the House Committee on Appropriations on July 13, 2011. Senate data was taken from the Senate-passed version of H.R. 2112, which was approved by the Senate on November 1, 2011. Enacted amounts are from P.L. 112-55.
- d. The House committee-reported amounts include a 0.1% rescission of all discretionary accounts in the bill, except the National Oceanic and Atmospheric Administration's (NOAA) Operations, Research, and Facilities (ORF) account, per Section 543 of the bill. The rescission, which was included to offset a

- \$0.048 billion increase in NOAA's ORF account, is not reflected in the amounts included in H.R. 2596 and H.Rept. 112-169.
- e. This section prepared by Pat Towell. House and Senate data is from S.Rept. 112-77, Report of the Senate Appropriations Committee on H.R. 2219, the FY2012 DOD Appropriations Bill, pp. 282-89. FY2012 enacted data is from H.Rept. 112-331/P.L. 112-74. Scorekeeping adjustments reflect chiefly permanent appropriations such as the Tricare for Life accrual payment to the military retirement fund.
- f. The Administration's FY2012 DOD budget request for procurement included \$3.212 billion in "advanced appropriations" intended to be expended in FY2013-17 for communications satellites. None of the congressional defense committees approved this request and the funds are not reflected in this table, which includes only FY2012 funding.
- g. This section prepared by Carl Behrens. House amounts are from H.R. 2354, which passed the House on July 15, 2011, and was reported by the Senate committee on September 7, 2011. Senate amounts are from H.Rept. 112-75. FY2012 enacted data is from H.Rept. 112-331/P.L. 112-74 and P.L. 112-77.
- h. Includes \$1.724 billion in emergency funding appropriated in P.L. 112-77.
- i. The difference between the House and Senate rescissions total is that the House bill would pay for the emergency spending by a rescission from Title XII of the ARRA (P.L. 111-5).
- j. Security spending includes the total funding for the National Nuclear Security Administration (NNSA) in the Department of Energy (Title III).
- k. This section prepared by Garrett Hatch. House data is from H.R. 2434, which was approved by the House Appropriations Committee on June 23, 2011 (see H.Rept. 112-136); Senate data is from S. 1573, approved by the Senate Appropriations Committee on September 15, 2011 (see S.Rept. 112-79). FY2012 enacted data is from H.Rept. 112-331/P.L. 112-74.
- I. This section prepared by William Painter. Numbers represent discretionary budget authority (appropriations) as reflected in the Comparative Statements of Budget Authority contained in H.Rept. 112-91 and S.Rept. 112-74, in the titles in which it was requested by the Administration or recommended by the House or Senate. House numbers are adjusted to reflect floor action. Funding eligible for a BCA cap adjustment is included in the totals by title. Rescissions are only reflected in the second to last line of the section—not in the titles in which they appear. FY2012 enacted data is from H.Rept. 112-331/P.L. 112-74 and P.L. 112-77.
- m. Does not include \$1.440 billion in mandatory funding for Coast Guard retired pay, or offsetting collections for TSA. Coast Guard's OCO activity is requested in the Department of Defense's budget, but is provided in both House and Senate versions of the Homeland Security appropriations bill. As it does not register against the 302(b) it is not included in this line.
- n. Includes \$4.200 billion in DRF funding "paid for" by an increase to the discretionary budget cap as allowed by the BCA.
- o. Includes \$6.400 billion in emergency supplemental appropriations for the Disaster Relief Fund provided in P.L. 112-77, the Disaster Relief Appropriations Act, 2012.
- p. Does not count \$0.018 billion in emergency funding for Coast Guard helicopter replacement.
- q. Includes \$0.070 billion for data center migration, \$0.056 billion for headquarters consolidation, and \$0.008 billion for National Special Security Event cost reimbursement.
- r. Included for reference only—the House bill included a transfer of \$1.000 billion in emergency funds from the Department of Energy to the Disaster Relief Fund. It also included a further rescission of \$0.0005 billion in emergency funds from the same Department of Energy account to provide adequate outlays.
- s. Does not count \$0.018 in rescissions of prior-year emergency funding to pay for Coast Guard helicopter replacement.
- t. This section prepared by Carol Hardy-Vincent. House data is from H.R. 2584, approved by the House Appropriations Committee on July 12, 2011 (see H.Rept. 112-151). The Senate did not approve an Interior, Environment, and Related Agencies proposal prior to enactment of the Consolidated Appropriations Act, 2012, though a draft bill released by the Senate Appropriations Subcommittee on Interior, Environment, and Related Agencies on October 14, 2011 is available at http://appropriations.senate.gov/news.cfm?method=news.view&id=3f4832f4-6adb-4be8-9c6f-eabff62cc056. FY2012 enacted data is from H.Rept. 112-331/P.L. 112-74 and P.L. 112-77.
- u. This section prepared by Karen Lynch. FY2011 amounts reflect adjustments for comparability, as reported in H.Rept. 112-331. FY2012 House amounts are based on H.R. 3070, which was introduced on September 29, 2011. FY2012 Senate amounts are based on S. 1599, which was reported by the Senate

Committee on Appropriations on September 22, 2011 (see S.Rept. 112-84). FY2012 enacted amounts are based on the FY2012 "megabus" (P.L. 112-74, H.Rept. 112-331) and an FY2012 disaster relief law (P.L. 112-77). Note that these FY2012 enacted amounts do not reflect the 0.189% rescission of current year funding required for most (but not all) discretionary accounts, per P.L. 112-74. Amounts shown for the FY2012 request were estimated by CRS using a draft table from the House Committee on Appropriations and various President's Budget materials. Title totals include advance appropriations for subsequent years, but not prior year advances. That is, amounts represent total funding provided in the bill, regardless of the year in which the funding becomes available. Except as noted, these amounts have not been adjusted for scorekeeping or comparability. Funds eligible for BCA cap adjustments (e.g., certain funds for continuing disability reviews and for health care fraud and abuse control) are included in the totals.

- v. This amount includes \$0.484 billion from P.L. 112-77 for program integrity activities at the Social Security Administration.
- w. For the purposes of this table, amounts shown as rescissions of prior year funds include rescissions of FY2012 advance funds that were appropriated as part of the FY2011 process. In general, the amounts in this table do not reflect scorekeeping adjustments of proposed or required rescissions. However, the amounts shown do include proposed or required rescissions of mandatory appropriations.
- x. This section prepared by Ida Brudnick. The House data reflects the bill (H.R. 2551) which passed the House, as amended, on July 22, 2011 (Roll no. 629; 252-159), but without scorekeeping. The House, by tradition, does not include funding for the Senate or for the Senate Office Buildings heading for the Architect of the Capitol. The Senate Appropriations Committee reported the bill on September 15, 2011, and the data reflect the levels in S.Rept. 112-80. The report (p. 54) indicates that \$0.010 billion of the Senate total is for security discretionary spending. This report also included a FY2012 budget request for the Joint Committee on Inaugural Activities, which the House did not. FY2012 enacted data is from H.Rept. 112-331/P.L. 112-74.
- y. Does not include offsetting collections.
- z. This section prepared by Daniel Else. House data is from H.R. 2055, as passed by the House on June 16, 2011 (H.Rept. 112-94) and Senate data is from H.R. 2055 as amended and passed by the Senate on July 20, 2011(S.Rept. 112-29). FY2012 enacted data is from H.Rept. 112-331/P.L. 112-74.
- aa. Does not include either mandatory appropriations or advance appropriations for FY2013.
- bb. This section was prepared by Marian Lawson. Senate data is from S. 1610, approved by the Senate Appropriations Committee on September 21, 2011 (see S.Rept. 112-85); House data is from unnumbered legislation approved by the House State-Foreign Operations Appropriations Subcommittee on July 21, 2011 (see un-numbered report at http://appropriations.house.gov/UploadedFiles/FY12-SFOPSCombinedReport-CSBA.pdf). FY2012 enacted data is from H.Rept. 112-331/P.L. 112-74.
- cc. Does not include \$0.159 billion in each proposal for mandatory contributions to the Foreign Service Retirement account.
- dd. Reflect offsetting collections of the Export-Import Bank and the Overseas Private Investment Corporation, which exceed appropriated funds for these accounts..
- ee. This section prepared by Maggie McCarty and D. Randy Peterman. Information taken from H.Rept. 112-284 (for FY2011 enacted, FY2012 request, and FY2012 enacted), S.Rept. 112-83 (for FY2012 Senate), and draft documents available on the House Appropriations Committee website (for FY2012 House Draft). "Total" represents net total budgetary resources. Totals may not add up due to rounding and scorekeeping adjustments. Totals include emergency funding. Figures include advance appropriations provided in the bill, rather than advance appropriations that will become available in the fiscal year. The former are the amounts generally shown in committee press releases; the latter are the amounts against which the committee is generally "scored" for purposes of budget enforcement.
- ff. Rescissions of prior year unobligated balances are reflected in the title totals, as are offsetting receipts, offsetting collections, and advance appropriations provided in the bill.
- gg. \$17.612 billion prior to rescission of prior-year funding.
- hh. The House and Senate Committees on Appropriation counted a portion of the \$50 billion "up-front" funding requested as part of the Administration's surface transportation reauthorization proposal—virtually all of which was requested from trust funds (which typically is not included under discretionary funding totals)—in their calculation of the Administration's FY2012 discretionary request total. CBO estimated the FY2012 discretionary request at \$13.47 billion.
- Amount does not match amount from S.Rept. I12-83 because of a difference in the treatment of advance appropriations.

- jj. Rescissions of prior year unobligated balances (including rescissions of contract authority) are already reflected in the title totals, so they are identified in this line but not subtracted out again.
- kk. Amount does not include rescission of \$0.650 billion of current year funding taken from prior year advance in the tenant-based rental assistance account. The "savings" from that rescission in reflected in the Title II total.
- II. Totals include \$2.30 billion in emergency funding for disaster relief (\$1.90 billion in Title I and \$0.40 billion in Title II) provided by S. 1596.

mm. Totals include \$1.8 billion in emergency funding for disaster relief (\$1.662 billion for Transportation and \$0.100 billion for HUD).

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